

DOCUMENT RESUME

ED 348 408

UD 027 246

TITLE Black New Yorkers Status Report. Volume 2.
INSTITUTION New York Governor's Advisory Committee for Black Affairs, Albany.
PUB DATE Jan 89
NOTE 38p.; For related documents, see UD 027 247-253.
PUB TYPE Information Analyses (070)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS Black Education; *Blacks; Crime Prevention; Economic Development; Family Programs; Health Programs; Human Services; Immigrants; Labor Force Development; *Program Evaluation; *Public Policy; Research Reports; *State Programs; *Statewide Planning
IDENTIFIERS *New York; Policy Analysis; *Research Summaries

ABSTRACT

The New York State Governor's Advisory Committee for Black Affairs has published eight policy reports that evaluate State initiatives impacting the lives of black New Yorkers. Special emphasis was placed on the following areas: (1) development of increased opportunities in all aspects of State government; (2) coordination of resources to create effective educational, vocational, and health training programs; (3) evaluation of programs and services provided by State agencies and policy decisions affecting the black community; (4) development of awareness programs to assist members of the black community in identifying and participating in State and local programs; (5) evaluation of proposed State policies affecting blacks; and (6) review of the implementation of affirmative action programs designed to increase employment opportunities in State government. The following reports are described: (1) "The Black Family: Current Crisis/Recent Trends"; (2) "Health: Conditions, Prognosis, Prescription"; (3) "Human Services: Falling Behind"; (4) "Criminal Justice: Crime in the Black Community"; (5) "Immigrants of African Descent: Status Needs Positive Change"; (6) "Economic Development: Implications for Black Entrepreneurs & Communities"; (7) "Labor/Employment: Improving the Labor Market"; and (8) "Education: Crisis & Opportunity." Brief descriptions of newsworthy New York State programs are included. (FMW)

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BLACK NEW YORKERS STATUS REPORT

THE GOVERNOR'S ADVISORY COMMITTEE FOR BLACK AFFAIRS



The Governor's Advisory Committee for Black Affairs has been established by Executive Order No. 66 to ensure the greater participation of the more than 2 million Black New Yorkers in the affairs of the state.

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Gov. Adv. Committee
for Black Affairs

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Volume 2
January 1989

Mario M. Cuomo, Governor
Bernard Charles, Chairman
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Albany, NY 12224

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Governor's Advisory Committee for Black Affairs Status Report

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The Chairman's Statement



As Chairman of the Governor's Advisory Committee for Black Affairs, established under Executive Order No. 66, I wish to express my gratitude to the members of the Advisory Committee for their commitment and perseverance in completing the policy reports. The Advisory Committee's decision to systematically research and analyze an array of policy issues affecting Blacks in New York State, given the quality of the recommendations submitted to **Governor Cuomo**, has proven to be the correct course.

The Advisory Committee has interpreted the impact of various state policies and programs on New York's Black families and particular population subgroups, specifically, Immigrants of African Descent. In addressing its expertise to the health, human services, employment, education, business opportunities and criminal justice concerns of Black New Yorkers, the Advisory Committee, through its recommendations, has set in motion policy reviews in the affected State agencies and has provided the impetus for legislation addressing specific problems.

The work of the Advisory Committee makes clear the fact that inadequate services are no longer acceptable for our community. The cost to society is far too great. For myself, and I believe for the members of the Advisory Committee, this has been a unique opportunity to think beyond the immediate concerns of government and to envision the State as we would like it to be; to put forth an agenda which we believe will improve the productive functioning of Black New Yorker's and thus strengthen the Family of New York.

Clearly the most satisfying aspect of this experience has been the unprecedented opportunity to interact professionally with a distinguished group of Black professionals, who

recognized the significance of this project and who contributed their resources to ensure successful results. It is a privilege to be associated with such a hardworking and dedicated Committee. I also wish to acknowledge my great appreciation to the Advisory Committee's staff, especially the **Executive Director, Dr. Robert T. Simmelkjaer**. **Dr. Simmelkjaer** was instrumental in conceptualizing the research design, facilitating the work of the staff and consultants and guiding the Committee members to consensus. Without his support and exceptional efforts, on our behalf, the work could not have been so successfully completed. I would like to also acknowledge the support and cooperation of **Andre' Dawkins, Deputy Director of Executive Services**, who served as a Special Liaison to the Advisory Committee on behalf of the Governor. His assistance was crucial to the completion of the project. The Advisory Committee was fortunate in benefitting from the substantial assistance and stimulation provided by a number of thoughtful commissioned and contributed papers, the authors of which are acknowledged in the respective reports. In addition, we appreciate the efforts of all of the State agencies which provided the Committee with the information necessary to complete our analysis. Many other individuals, too numerous to mention by name, played an important role in the Committee's deliberations by providing information, critical analysis, and advice.

The recommendations proposed in the Advisory Committee's Reports to the Governor are interrelated. Some will require increased government expenditures while others will require the reorganization and targeting of service delivery and more effective use of resources. We are confident that the implementation of these recommendations will make a substantial difference in improving the quality of life for many in the Black community and will prevent the problems identified from becoming markedly worse.

The Advisory Committee has realized its objective to provide **Governor Cuomo** with a comprehensive and broadly based set of recommendations. We hope that the Governor will implement these positive policies and programmatic strategies of benefit to all New Yorkers but with special compassion and relief to our Black communities.

Bernard L. Charles
Chairman
February, 1989

Introduction

The Governor established through Executive Order 66, the Governor's Advisory Committee for Black Affairs, in June of 1985.

The Advisory Committee is comprised of its **Chairman, Bernard Charles of the Carnegie Corporation** and 35 committee members, who serve in one or more of the Committee's eight Subcommittees. The eight policy reports, which represent a thorough evaluation of existing program initiatives, are as follows:

- **The Black Family:** *Current Crisis/Recent Trends*
- **Health:** *Condition, Prognosis, Prescription*
- **Human Services:** *Falling Behind*
- **Criminal Justice:** *Crime in the Black Community*
- **Immigrants of African Descent:** *Status Needs Positive Change*
- **Economic Development:** *Minority Business Development*
- **Labor/Employment:** *Improving the Labor Market*
- **Education:** *Crisis & Opportunity*

Special emphasis was placed in the following areas:

- 1) Development of increased opportunities for Blacks in all aspects of State Government.
- 2) Coordination of resources to create effective educational, vocational, and health training programs.

- 3) Evaluation of programs and services provided by State agencies and policy decisions affecting the Black community.
- 4) Development of awareness programs to assist members of the Black community in identifying and participating programs sponsored by State and local governments.
- 5) Evaluate proposed policies affecting Blacks.
- 6) Review the implementation of affirmative action programs which are designed to increase employment opportunities for Blacks in State Government.

These reports are available to the public through our office.

New York City Staff:
(standing, l-r) Sharon Edward, Administrative Assistant; Anthony Spencer, Community Relations Specialist; Ruth Browne, Associate Director for Research; and (sitting) Crystal George, Special Office Assistant ▼



Albany Staff:
(standing, l-r) Valarie Johnson, Administrative Assistant; Flonzina Haizlip, Executive Assistant; (sitting) André Dawkins, Deputy Director of Executive Services ▼



Dr. Robert T. Simmelkjaer

Blueprint for the Future

Black:

- Improve the socioeconomic conditions that influence the quality of life of Black New Yorkers. Educate people of all racial and ethnic backgrounds to the positive contributions Black Americans have made and continue to make to New York.

Legislation:

- Identify and propose initiatives in areas of particular concern to the Black community. Submit programmatic and policy recommendations to the Governor for review.

Advocacy:

- Foster a more visible role in the community. Develop awareness programs to help the community to identify and participate in programs that are sponsored by State and local Governments. Conduct forums to discuss issues of concern to the Black community.

Cooperation:

- Strengthen our working relationship with State agencies to ensure that the needs of Blacks are addressed. Review the objectives and goals outlined by the agencies, and monitor the results. Recommend to the Governor and State agencies, ways in which they should develop, and/or improve services. Address the implementation of affirmative action programs designed to increase employment opportunities for Blacks in State Government.

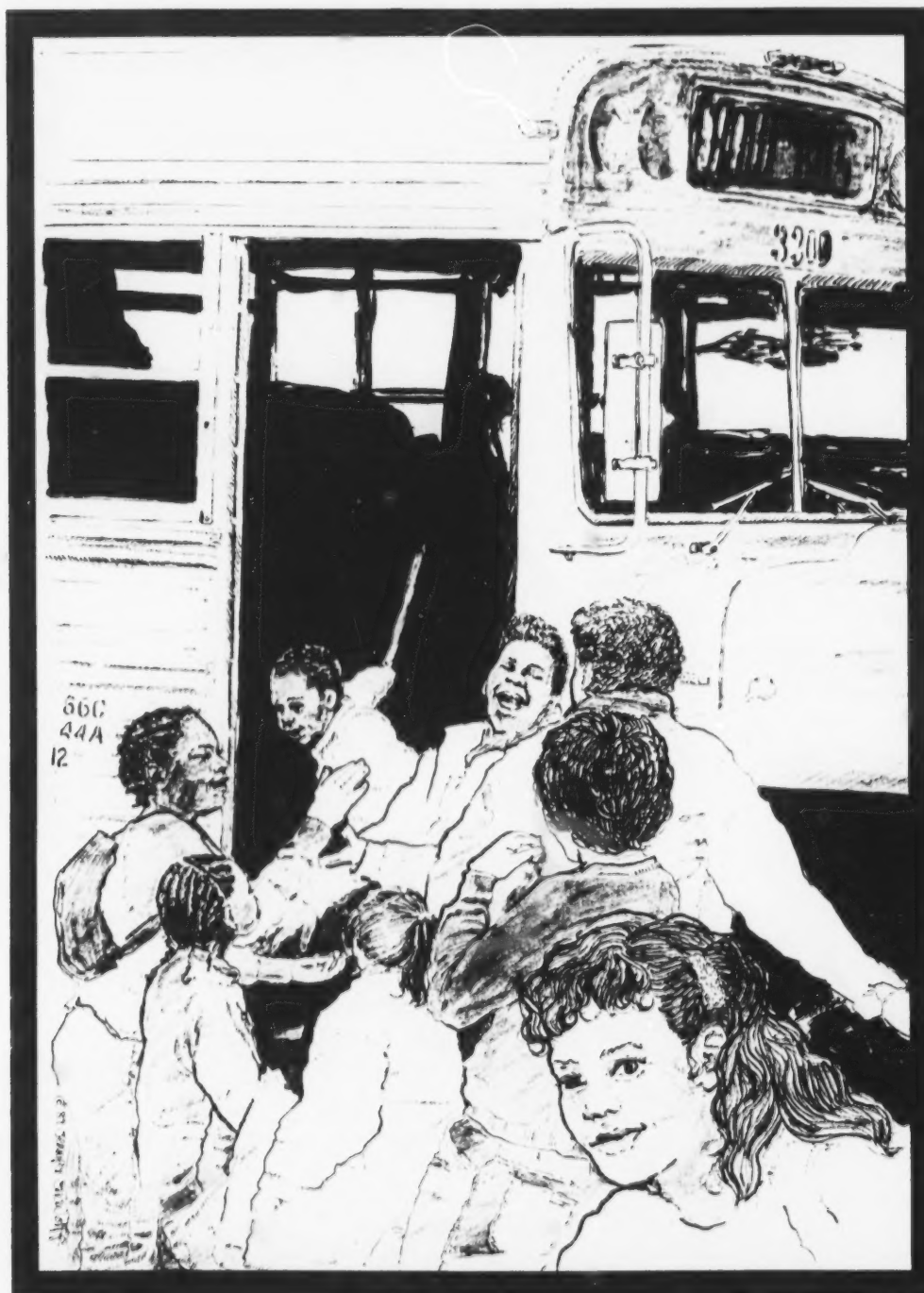
Kindred:

- Address the unique concerns of the Black family. Work to ensure that all the families of New York have access to, and utilize the services that the State offers to promote family preservation. Particular emphasis will be placed on meeting the needs of children and youth at risk.



Governor Mario Cuomo and Chairman, Bernard L. Charles, look on as Bernard L. Charles, III contemplates the future.

IN THE NEWS



Caribbean
Health
Initiative
North General
Hospital
Teen Aid
Pregnancy
Program
NYS M.L. King
Seminars on
Non-Violence
Albany YWCA
Black History
Month
Contest
Black Women
in the Arts
Jamaican
Relief
Black
Leadership
Commission
on AIDS
Brigadier
General
Nathaniel
James
President
Mugabe
World of
Difference

Caribbean Women's Health Association

The Caribbean Women's Health Association (CWAHA), a non-profit health service and advocacy organization based in New York, conducted a seven day cross cultural health tour to Jamaica for health professionals.

The April 23rd to 30th 1988 tour to Jamaica, which was co-sponsored by the Governor's Advisory Committee for Black Affairs, is the first in a series of CWAHA organized trips to Caribbean countries.

The comprehensive itinerary, which included meetings with Ministry of Health officials, visits to urban and rural health centers, hospitals and discussions with academic health training program representatives, offered a view of the Jamaican health care system and provided important information on how to meet the health care demands of the large immigrant population in New York.

The team of 25 health professionals from New York was led by **Ruth C. Browne, Associate Director of Research for the Governor's Advisory Committee for Black Affairs.**

Representatives of New York State, and City health agencies and academic health institutions, as well as public health students, participated in the tour. A major focus of the visit was a one-day seminar on "Health Problems of Caribbean Immigrants in New York" which was convened in Kingston for Jamaican health professionals and featured a keynote address by **New York State Department of Health, Executive Deputy Commissioner, Dr. Lorna McBarnette.**

Dr. Lorna McBarnette.



Rebuilding North General Hospital

Governor Mario M. Cuomo signed a bill authorizing \$15 million of New York State Special Project Bonds to rebuild and refinance Harlem's North General Hospital, a 60 year old, 200 bed facility.

Construction began in November, 1988 and will be completed in two and half years. Hospital officials believe this will be the largest private building program ever constructed in Harlem.

Located at Madison Avenue and 124th Street, North General Hospital is one of the nation's largest private minority-operated hospitals and the only minority-operated teaching hospital in the state.

With a 97 percent occupancy rate, North General serves a low income, predominately Black and Hispanic clientele. It is Harlem's largest private employer with a workforce of more than 2,000 persons, 70 percent of whom live in the surrounding community.

Teen Aid Pregnancy Program

In June of 1988, Career Day was held by Project Teen Aid Program in Brooklyn, New York. **Black Affairs staff member, Sharon Edwards** addressed several teenage mothers on issues including career objectives, educational opportunities, and parenting.

Some of the proposals articulated, called for:

- A stronger public jobs program.
- Increased job training, an increase in the Federal minimum wage.
- A sound national day care program for mothers who desire employment.
- Vigorous enforcement of affirmative action laws to include stronger fairhousing laws.

Dr. JoAnn Bradley, a member of the Advisory's Subcommittee on Health, is currently conducting research with Teen Aid program participants relating to Black teen pregnancy intergenerationally.

NYS Martin Luther King, Jr. Commission, Seminars on Non Violence

Thought provoking and stimulating are just a few of the words that could best describe the Seminars on Non-Violence being conducted by the NYS Martin Luther King, Jr. Commission.

The seminar on non-violence offers the very basic fundamentals of "Kingian" non-violent principals and methodologies. It is designed to provide participants with information



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King Commission Seminars

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which will help in planning fuller and more structured non-violence education programs for the workplace, organizations and communities.

Aside from providing a review of fundamental "Kingian" principles and strategies, the seminars offer participants instruction on developing non-violent campaigns; an overview of Dr. King's civil rights strategy and historical analysis; and specific skills development relating to racial balance, poverty and domestic violence.

For further information about when the seminars will be held in your area, contact the King Commission toll free: 1-800-647-KING.

Albany YWCA Black History Month Essay Contest

André Dawkins, Deputy Director of Executive Services presented a check on behalf of Black Affairs, to the Albany YWCA for the winners of their "Black History Month Essay Contest."

Young people between the ages of eight and eighteen were encouraged to submit a detailed factual description of a Black American and their historical contribution. This year's contest brought in over 450 essays. Twenty-eight winners were selected, representing the 28 days of February, Black History Month. These winners will be featured on TV spots throughout the month of February.

Black Women in the Arts

Black Women in the Arts was on exhibition at Empire State Plaza in Albany, in September '88.

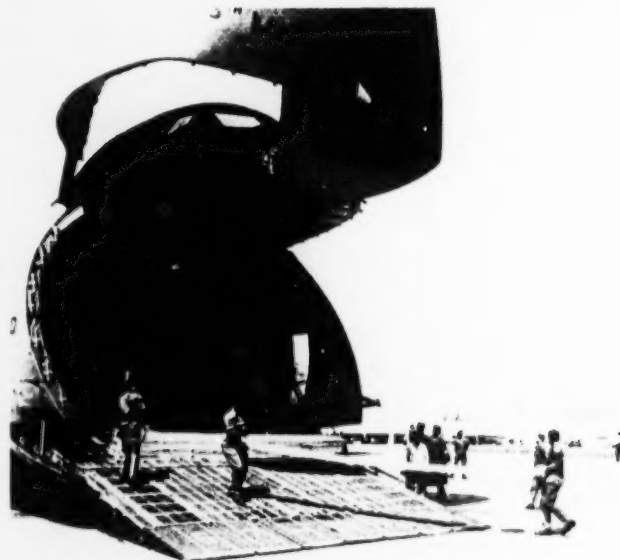
More than 50 Black women were honored in the exhibit for their distinguished careers in dance, theater, fine arts, film, and literature.

The exhibit was sponsored by the Division for Women and co-sponsored by the Advisory Committee for Black Affairs.

The goal of this contest was to encourage young people of all racial and ethnic backgrounds to use research and writing skills to convey their knowledge of the contributions of Black Americans. Hundreds of children had the opportunity to express their ideas and feelings about people who helped to shape America.

Jamaica Relief

In September of '88, the worse hurricane in over 31 years hit the island of Jamaica. Many Jamaicans lost their lives, and property damage from Hurricane Gilbert was estimated to be over a billion dollars. Of its 2.5 million people, 500,000 were left homeless, 80% of the homes in the island lost their roofs. Water was contaminated and all electricity had been interrupted. Food was in short supply.



Governor Cuomo rapidly responded by directing the Office of Black Affairs and the Division of Military and Naval Affairs to establish distribution centers and aggressively pursue a means of transporting goods and materials to the island. Spearheading the drive was **Dr. Waldaba Stewart, co-chair of the Subcommittee on Immigrants of African Descent**. This call resulted in a plan of action supported by a coalition including Caribbean Action Lobby (CAL) and a wide range of other organizations, State and City agencies, the Government of Jamaica and concerned individuals.

The Jamaican community and the government have expressed their appreciation for the humanitarian efforts put forth by the Governor and the people of New York. Recent articles published in Jamaica indicate that the country anticipates full recovery.



Black Leadership Commission on AIDS

The Black Leadership Commission on AIDS (BLCA) is a coalition of Black clergy, agency executives, social policy experts, legal and medical professionals, and political leaders. The Governor's Advisory Committee for Black Affairs is represented on the commission by **Ruth C. Browne, Associate Director of Research.**

Formed in 1987, the BLCA has developed an action plan which consists of four major projects including, (1) a Black Clergy Policy Initiative, which assists Black clergy in developing a theological position on AIDS and provides training for ministers to help them to counsel persons with AIDS and their families; (2) Project Coordination, whereby the BLCA will utilize its resources outreach campaigns, and provide technical assistance to CBO's; (3) Health Information and Education Centers which will deliver culturally sensitive and appropriate AIDS information and train-

ing to youth, minority health care professionals, foster parents, care givers of people with AIDS, medical personnel, drug abusers, the homeless, gay and bisexual men and women of childbearing ages. The centers will also serve as a needs assessment unit to assist funders, and health and social service professionals who work in the Black communities; (4) Conferences on AIDS for Black youth.

One of the key activities of the BLCA in 1988 was the development of a critique of the New York City's Needle Exchange Program. The critique which is available from the Commission puts forth a clear and strong voice of opposition for the program and addresses directly each point of the City's program protocol. Over the next few months the Governor's Advisory Committee will be assisting BLCA in its needs assessment with community based organizations.

For further information about the Commission contact (212) 674-3500.



Reception for Brigadier General Nathaniel James

The Governor's Advisory Committee for Black Affairs in conjunction with the **100 Black Men Association**, sponsored a reception announcing Nathaniel James' appointment to the rank of Brigadier General of the New York Army National Guard. General James is the second Black on Active State duty to attain that rank.

Major General Lawrence P. Flynn, commander of the New York Army National Guard officially bestowed the rank on General James at the Pinning Ceremony in December '88, at Federal Hall, in New York City.

In his new assignment, General James, will be the Deputy Commander, HQ Troop Command in Albany. He will be responsible for logistics, recruitment and retention and the monitoring of all training activities.

"This is an historic occasion and a proud moment for all New Yorkers, especially the Black community," said **Chairman Charles**. "General James brings to his new assignment leadership, military bearing and the talent he has developed through his many years of service to his country and State."

General James is the recipient of numerous decorations including two Army Achievement Medals.



Governor Meets with President Mugabe of Zimbabwe

In November '88, the **Governor and Mrs. Cuomo** hosted a dinner at the Executive Mansion for **President and Mrs. Mugabe of Zimbabwe.**

President Mugabe was in New York to receive the African Prize for Leadership from the Hunger Project,

an international not-for-profit organization.

Mrs. Cuomo was a guest of the Mugabe's during her visit to Zimbabwe in March of '88. While there, Mrs. Cuomo participated in a symposium on "Children in the FrontLine," sponsored by UNICEF and the Zimbabwe Committee for Child Survival and Development.

World of Difference Campaign

A World of Difference (AWOD) is a major ethnic, racial, and religious prejudice awareness and reduction campaign sponsored by the Anti-Defamation League of B'nai B'rith, the Coalition to Celebrate Our Differences, and CBS Radio and TV. It is designed to create a climate of respect and appreciation for diversity; to recognize and celebrate our differences; and to publicize the message that there is no place for bigotry in our community.

The Coalition to Celebrate Our Differences is the umbrella group responsible for overseeing the AWOD Campaign. The New York City Coalition is chaired by **Mr. Bernard Charles, Program Officer of the Carnegie Corporation, and Chairman of the Governor's Advisory**

Committee for Black Affairs.

AWOD's centerpiece is the development and distribution of prejudice reduction study guide materials to the Tri-State area's public, private and parochial schools. The ADL, in alliance with the Board of Education and the United Federation of Teachers will coordinate intensive teacher training sessions using specially created education materials. The materials have been written and designed by a diverse group of leading national and local educational authorities. They have been reviewed by a local Educational Advisory Board to insure their diverse representation and appropriateness for the constituencies represented in our local schools. The

materials and the training are offered at no cost to the teachers and students throughout the area. In NYC alone, AWOD anticipate training between 10,000 and 35,000 teachers.

"A World of Difference" has won eight major national awards including the Peabody, Gabriel and Scripps-Howard awards and the National Educational Association Award for Advancement in Learning.

The Coalition to Celebrate Our Differences and the managers of the Tri-State Campaign have planned an extensive series of community events this year.

For more information about these events, contact the AWOD Director in your area.



POLICY REPORTS



Black Family

Health

**Human
Services**

**Criminal
Justice**

**Immigrants of
African
Descent**

**Economic
Development**

**Labor/
Employment**

Education



Black Family

Black and Hispanic children in New York State are four times as likely to be poor as are White children.

- The poverty level for a household of three in 1984 was \$8,277; for a family of four it was \$10,609.¹
- Between 1980 and 1984, the poverty rate for all children less than 19 years old in New York State increased. By 1984, 1 in 4 children under 19 years of age lived in a household with income below poverty level.²
- In 1984, 4 in 10 Black children and more than 5 in 10 Hispanic children lived in poor households, compared to just over 1 in 10 White children.³

Sources:

1. **Current Population Reports**, "Characteristics of the Population Below the Poverty Level": 1984.
2. **U.S. Bureau of the Census Current Population Survey**: March 1981, March 1982, March 1983, March 1984, March 1985.
3. Data from New York State Department of Social Services, Staff Analysis of the **U.S. Bureau of the Census Current Population Survey**: March 1985.

Black Family: Current Crisis/Recent Trends

Dr. Joyce Brown
Chair

The report of the Black Family Task Force offers a brief historical overview of major social and economic conditions in New York State which provide a context for recent national and state trends relating to Black families. The Task Force reports that there is a crisis in the Black Family, and that at its core is the inextricable link between low educational achievement, high unemployment and limited opportunities for access to stable jobs with adequate wages.

The Task Force identified five major categories which define the trends underlying the current crisis affecting Black Family life in New York State: Poverty, Income, Unemployment, Family Formation, and Human Services. The Task Force asserts that while there are many explanations for the increase in the number of Black families headed by women, the most significant is the status of Blacks in the labor market. Particularly alarming is employment discrimination, exemplified by labor market statistics which show that Black heads of households have higher unemployment rates than white household heads even when controlling for education. Furthermore, although unemployment declines with increased education, the percentage difference between unemployment rates for Black and white male heads of households actually increases with increased education. Black female heads of households (ages 18-24) have the highest unemployment rates in comparison to all white males and females and Black males; even when college educated the unemployment rate for this group is in the double digits.

The attention paid by the Task Force to Black female-headed families, stems not from any "pathology" attributed to single parenthood but rather due to the economic difficulties associated with raising children alone. Again, the Task Force Report cites statistics which support the fact that female-headed families are the poorest of all family types. Furthermore, the Task Force asserts the view that much of the increase in poverty among Black children can be attributed to the economic alienation of Black men. The disappearance of Black men in the marriageable years as a result of mortality, homelessness, incarceration and institutionalization is particularly alarming. This decline in the pool of eligible males to head Black families is related to problems of unemployment, crime, health, alcoholism and

drug abuse. Therefore, the increase in Black female-headed families is statistically related to the decline in the supply of Black males and more significantly, the decline in steadily employed Black males.

The Task Force report makes clear that the challenge to New York State is to embrace an economic development program designed to reduce the disjuncture between education, curriculum content, training for the transition from school to work, and jobs. Further, policies that can benefit Blacks must not only emphasize efforts to end job discrimination and increase education and training opportunities, but specific attention must be paid to the mix of jobs available in urban areas, particularly in New York City.

Among the many recommendations included in the Task force report are specific proposals which address the educational, employment and economic disabilities of Black families and seek ameliorative strategies from government, the private sector, and the Black community itself. A summary of selected recommendations follows:

- The State should further reinforce pro-family policies by requiring that each State agency and department undertake a comprehensive assessment of its current programs and policies to determine their impact on Black families. Recommendations should emanate from this undertaking as to specific agency initiatives for new and improved services, policies or programs needed to strengthen Black families.
- The State should assume leadership in urging passage of Congressional legislation to:
 - (a) Modify the strict eligibility requirements for AFDC-UP to insure that most needy two parent families qualify for benefits, and
 - (b) mandate the AFDC-UP program for all 50 states.
- The State should increase its effort to insure that women have access to traditionally male jobs and that those who are in female-intensive occupations be compensated with salaries commensurate with the work performed.

§...there is a crisis in the Black Family... at its core is the inextricable link between low educational achievement, high unemployment and limited opportunities for access to stable jobs with adequate wages§

§...the challenge to New York State is to embrace an economic development program designed to reduce the disjuncture between education, curriculum content, training for the transition from school to work, and jobs§

§...the State has an obligation to increase access to affordable quality child care for all parents with need?

In the area of Affirmative Action the Task recommended:

- That the State establish goals and give greater priority in its affirmative action plan to recruitment, employment and promotion of racial minorities with special emphasis on Black males.
- That the State Department of Civil Service should be allowed to establish an eligibility pool of protected class members from each examination promulgated, or, be permitted to waive the one-in-three rule upon the written request of an agency head who certifies inability to meet agency goals and timetables under normal procedures, in order to increase employment opportunities and career development for Blacks in State government.
- That efforts of private industry to recruit and train minorities be supported.

The Task Force made clear its view that the State has an obligation to increase access to affordable quality child care for all parents with need. Therefore,

- New York State should advocate for further changes in the tax laws which would enable families to take advantage of refundable child care tax credit.

In the area of housing the Task Force recommended:

- That the State develop an affordable housing program whereby the title of government-owned land is conveyed, and tax abatements and other incentives are provided to developers and builders.
- Finally, the Task Force viewed it as imperative that the State support the initiatives of Black communities to help themselves by relying on the knowledge and expertise of, and directly funding, community based organizations to provide needed services in Black communities.





Health

Non-white babies born in New York State are more likely to die in infancy or have low birthweights than are white babies.

- In 1985, the infant mortality rate for Non-whites was 13.9 per thousand compared to 9.7 per thousand for whites.¹
- Nonwhite infants were twice as likely to be born with low birthweight than were white infants—11.1% of Non-white births vs. 5.6% of white births.²

Pediatric AIDS is victimizing the minority community almost exclusively.

- 226 New York children are known to have AIDS, of whom 94% are Black or Hispanic.³

Sources:

1. Data from New York State Department of Social Services Staff analysis of data in Vital Statistics of New York State: 1985.
2. Data from New York State Department of Social Services Staff analysis of data in Vital Statistics of New York State: 1985
3. Legislative Commission on Science and Technology, AIDS and MINORITIES, June 30, 1987.

Health—Volume 1

“Condition, Prognosis, Prescription”

Prof. Judith
Jones

Dr. Charles
Felton

Co-Chairs

§...the disparity in health status between Black and other New Yorkers is largely due to poverty, the impact of poverty over time and the ability to exercise personal lifestyles that are important in improving health status§

The Report of the Health Subcommittee offers an analysis of a number of overarching factors that impact on the health status of Blacks in New York and that determine whether Blacks will have access to timely, quality and equitable care. Examined are the related issues of availability of preventive care in communities, quality of care, utilization of services, and health care financing.

The Subcommittee identified a number of maternal child health issues which have particular relevance for the development of Black children and examined the health problems faced by Black teenagers in their transition to adulthood, which contribute to their social alienation. The Report provides a strong rationale for increased and better services in the Black community by focusing on those health problems which act as obstacles to productivity in Black adults. Finally, the Report concludes with an analysis of the special problems confronted by the Black elderly, who face not only deteriorating health but poverty as well.

The Report of the Health Subcommittee makes clear the fact that the disparity in health status between Black and other New Yorker's is largely due to poverty, the impact of poverty over time and the ability to exercise personal lifestyles that are important in improving health status. Black communities are at risk because of their inability to control many of these influential factors. There is a critical need to place emphasis on the early stages of life in order to prevent the chronic dependencies and disabilities that the Report clearly identifies as common among Blacks in the elderly years.

The Subcommittee has offered a comprehensive set of proposals to improve the health status of Black New Yorker's. The extensive and detailed recommendations contained in the Report can be summarized broadly as follows:

- The State should implement the recommendations of prior State Task Forces to increase the numbers of Black health and medical professionals as well as the number of Black faculty and students in health training institutions.

- The State response to the specific identified maternal child health problems of Blacks should focus on School-based clinics, provision of early and continual prenatal care for women, supplemental feeding programs, family planning, inter-conceptional care and immunization.
- The State's interventions to address the problems of Black teenagers emphasize early problem identification and comprehensive preventive oriented services in Black communities to provide both the health and social supports that so many Black youth are without. The Report includes an outline of a program model for geographically targeted adolescent health and mental health programs.
- The State's response to the health problems of Black adults should include targeted access to treatment services for the six causes of death among Blacks that account for 30% of Black mortality and a preventive mental health service strategy which builds on the strengths of the Black community and its institutions.
- The State's agenda for meeting the health care needs of its Black elderly must include a focus on access issues and specifically access to nursing home care, home-based and community-based services.

Human Services

Parents:

- In 1980, half of all Black children in New York State and 42% of Hispanic children lived with a single parent, compared to 13% of white children.¹
- In 1980, more than 90% of children who lived with a single parent lived with their mother.²
- In 1985, the birthrate among Non-white girls aged 10 to 19 was 42.1 (42.1 births per 1,000 Non-white girls) compared to a birthrate of 15.5 for white girls.³



Homeless:

Each day New York State provides emergency housing to an estimated 6,700 families with 13,5090 children.⁴

- Nearly 80% of these homeless families are sheltered by New York City.⁴
- Approximately 95% of the homeless families in New York City are Black or Hispanic.⁴

Sources:

1. State of the Child, Chapter 2, Table 4.
2. State of the Child, Chapter 2, Table 5.
3. Number of Births from Vital Statistics of New York State: 1985. Number of teens from population projections for New York State produced by the Department of Health.
4. Data from New York State Department of Social Services, Division of Income Maintenance.

Human Services Volume 2: Falling Behind

**Dr. James R.
Dumpson**
Chair

§...continued racism, persistent poverty and a history of disenfranchisement from formal support systems has led to a crisis of immense proportions in New York's Black community

§Mobile teams need to be developed to work in Black communities to respond to persons with AIDS who are unable to advocate for themselves

The Report of the Human Services Subcommittee offers an analysis of critical social policies and programs in New York State and the implications for the Black community. The social service issues related to AIDS in the Black community, the needs of Black children and youth at risk, Black homelessness and the needs of the Black elderly are examined in this report.

A common theme throughout the Report is that continued racism, persistent poverty and a history of disenfranchisement from formal support systems has led to a crisis of immense proportions in New York's Black community. The Subcommittee's Report offers an extensive series of recommendations which together emphasize prevention through early intervention. The Report stresses the vital importance of an approach comprehensive enough to impact effectively, the many and varied social service needs of the Black community.

The Subcommittee's Report on AIDS in the Black community focuses on the particular AIDS-related social service needs of Black New Yorkers including home care, case management, psychosocial support services, financial assistance, advocacy programs and housing. Included in this report is an overview of New York State's programmatic response to AIDS. The Subcommittee placed particular emphasis on the support needs of children and families. The Report contains an extensive series of recommendations which emphasize the need for drug treatment, access to AIDS-related health care, delivery of culturally appropriate AIDS-related services and education. The development of a cadre of Black professionals engaged in AIDS-related research and service provision such as foster care, case management and residential care is viewed as imperative.

Among the many recommendations of the Subcommittee's reports on AIDS are the following highlights:

- The State must make financial and other resources available to expand and develop drug treatment programs in the Black community.
- The State should immediately increase the representation of Blacks on planning, policy-making bodies, councils and committees addressing the issue of AIDS.

- The State must ensure the coordinated delivery of a full range of support services in Black communities with comprehensive case management. In order for case management to be effective, adequate resources for income maintenance, housing, psychosocial support and home care, directly targeted for these communities, must be made available. Case managers, in order to be accessible to Blacks with AIDS, must be located in a variety of settings, including emergency rooms of public hospitals where most Blacks with AIDS are first diagnosed, welfare hotels, shelters and drug treatment centers. Mobile teams need to be developed to work in Black communities to respond to persons with AIDS who are unable to advocate for themselves.
- The State should create a Minority AIDS Services Office with adequate staff, including a Director of Minority AIDS Services, and resources to advocate, coordinate and develop AIDS-related services for people of color. This office would function as a formal State structure that could coordinate programs, services and resources already existing in the Black community.

The Human Services Subcommittee examined the critical and unmet needs of Black children in its report. In New York 100,000 poor children are not insured by Medicaid; the State's WIC program reaches only 44% of those eligible; Black teens contribute 20% of all births to Black women; the Black infant mortality rate is 17.4% per 1,000 live births, and; Black children represent 46% of the foster care population, many with little hope of finding a permanent home.

This Report proposes a series of policy and programmatic recommendations which together form an agenda for New York State towards the goal of providing for the basic and developmental needs of Black children. These recommendations cover a range of issues relating to legislation, administration of services, economic dependency, out-of-home and after-care services, independent living, homeless youth, family services, child care and teenage pregnancy. Major recommendation included in this comprehensive agenda for New York State's Black children follow:

- The State should establish, through a permanent Office of Black Affairs, a Division on Black Children to develop and implement a comprehensive community-based model of service for selected districts in New York City and upstate. The activities of such a Division would include identification of discrimination disparities in service delivery; monitoring the equity and appropriateness of policies and administration of service systems; advocacy for institutional changes; development of strategies to assure representation of Blacks at the policy, administrative and service delivery levels in both the public and voluntary sector; determining research priorities.

In its Report on Black homelessness, the Subcommittee contends that three primary factors are contributing to the steady increase in the numbers of Black New Yorkers who are homeless: (1) the severity of the low-income housing crisis, particularly in New York City; (2) rising poverty rates combined with the inadequacy of the State's public assistance grant and (3) the high levels of unemployment and underemployment exacerbated by the high cost of living. Large numbers of Black people are homeless because they cannot afford the cost of housing and utilities, because of a shortage of available housing, and because the support systems for people with special needs are either stretched to the limit or nonexistent. Additional factors include the effect of housing discrimination against Blacks and Black families with children.

The Subcommittee proposed a number of policy and programmatic changes which are necessary to address the specific problems of New York's Black homeless including the following:

- The highest priority should be placed on building social and economic infrastructure in Black communities, including transitional housing. The State should develop a fund that would allow families to finance the purchase of sound housing stock in need of rehabilitation. The State should also develop programs to train community residents to rehabilitate sound housing stock for their own use.

- The supply and demand for housing in New York State is a primary factor in Black homelessness. It is clear that while shelters are only designed as an intermediate response to the demand for permanent housing, temporary housing is becoming permanent. In addition, few shelters provide the services needed by many in the homeless population, emphasizing the need for permanent housing.
- Many of the units currently being developed in New York State for low-income residents are extremely important to expanding the supply of housing. However, most of these units will be priced beyond the affordability of public assistance clients and other poor New Yorkers. Poor Blacks tend to have larger families, therefore expanding the supply of larger units is particularly important.
- The homeless crisis is not solely a housing crisis. A variety of services need to be provided to homeless individuals to enable them to secure and remain in permanent housing. Thus, the expansion of the supply supported housing is imperative. Also important is maintaining the shelter allowance near market rent levels. Providing assistance in the way of rental subsidies is likely to help close the gap between high rent costs and low family income, and may alleviate some of the homelessness.

§The homeless crisis is not solely a housing crisis. A variety of services need to be provided to homeless individuals to enable them to secure and remain in permanent housing§



⌋Inadequate income in retirement is the number one problem confronting older Blacks today⌋

⌋The State must ensure that a culturally supportive environment exists in the provision and delivery of social services to the Black elderly⌋

The Subcommittee identified the social service needs of the Black elderly as a critical and often neglected priority for the State of New York in its Report. The Subcommittee contends that although substantial public resources went to the elderly during the mid-1960's and the 1970's resulting in substantial improvement in their socioeconomic status, the aggregate figures are misleading and ignore the tremendous diversity within the aging population. For Blacks in particular, the Subcommittee asserts, poverty among the elderly remains unacceptably high and an enormous unmet need for services exists.

The Subcommittee's report cites a number of disturbing statistics relating to the Black elderly particularly alarming is the fact that the combined median income of Black men and women age 65 plus is equivalent to the median income of older white men alone. Inadequate income in retirement is the number one problem confronting older Blacks today. The Subcommittee report focuses on a range of service problems for the Black elderly including employment, housing, transportation and access to services and information. An extensive analysis of the related issues of availability, accessibility and quality services for the Black elderly is provided. Specific reference is made to the inadequacy of the data base on the Black elderly for appropriate service planning. Among the many proposals included in the Subcommittee Report are the following:

- The emphasis on developing social and economic infrastructures in the allocation of public funding for services would be an important thrust toward improving economic advantages, employment, etc. in the Black community.

- The majority of the Black elderly live independently in predominately Black communities. Therefore, program and policy emphasis must be placed on community-based services. By identifying unmet needs and improving access to support services many Black elderly can maintain or improve their current level of functioning and continue to live independently well into their more senior years.
- The State should improve the quality, and availability of access to home care services for those Black elderly who wish to remain in their homes, but require minimal assistance. Specific targeting should be focused on communities where the majority of Black elderly reside. The development of and support for Black community-based home care providers is particularly important in this regard.
- The State must ensure that a culturally supportive environment exists in the provision and delivery of social services to the Black elderly. This includes interpretation services for those Blacks who speak Spanish or French or Haitian Creole, respect for religious preferences and practices, nutrition education which incorporates ethnic foods, culturally appropriate programming of activities, and the presence of Black service providers.





Criminal Justice

- Of Black youth 5 to 19 years of age who died in 1986, 3 in 10 were victims of homicide.¹
- Of Hispanic youth 5 to 19 years of age who died in 1986, 1 in 4 were victims of homicide.¹
- Of white youth who died in 1986, fewer than 4% were victims of homicide.¹

Sources:

1. Data provided by New York State Department of Health.

Black and Hispanic youth are more likely to be victims of violence than are white youth.

Criminal Justice: Volume 3: Crime in the Black Community

Lynn Walker,
Esq.

Dr. Spencer
Jameson

Co-Chairs

...the integration of Blacks into municipal and county police departments Statewide is imperative for effective functioning of the police in the Black community

The report of the Subcommittee on Criminal Justice focuses on three issues of particular significance to the Black community. These issues include racially motivated and targeted violence, crime prevention and prison overcrowding.

The Subcommittee asserts the view that New York is becoming more estranged, more racially polarized. The magnitude of racial violence is unacceptably high and the need for comprehensive legislation to address such violence is urgent. The Subcommittee's Report offers a range of theories to explain the occurrence of and recent increase in such violence including the history of race relations, economic conditions, and disagreement over issues such as school desegregation.

The Subcommittee dealt, at considerable length, with the related issue of police violence. The Report cites recent statistics which document the contention that the incidence of police brutality has increased over the last few years. The disproportionate use of excessive force on Blacks makes difficult a collaborative relationship between the police and the community. The Subcommittee makes clear its view that the integration of Blacks into municipal and county police departments Statewide is imperative for effective functioning of the police in the Black community. Among the many recommendations to address the issue of racially motivated or targeted violence the Subcommittee proposed the following:

- The integration of Blacks at all levels of the police departments.
- Enactment of legislation that would prevent or deter racially motivated/targeted crimes.
- Establishment of neighborhood tribunals to resolve minor disputes.
- Enactment of legislation to collect and disseminate uniform data on bias-related incidents.

The need for comprehensive job-training, Black-owned business development, improved educational achievement levels and strengthening of Black families and community infrastructure are recurrent themes in the Advisory Committee's analyses. The Subcommittee, reinforces recommendations in each of these areas of need. A major section of its Report focuses on crime prevention strategies and pays particular attention to the need, at every level of government, to address the issue of drugs in the Black community. Some of the specific recommendations relating to drugs are as follows:

- The State must expand its drug education programs in the schools and target educational campaigns to focus on prevention in the Black community emphasizing available drug-related and treatment services and informing the community about the relationship between intravenous drug use and AIDS.

The Subcommittee Report addresses also, the problem of domestic violence and offers specific recommendations related to this serious problem in the Black community. Among the many proposals directed at State government is one which focuses on the need for shelters and specifically access to shelters by women and children who are victims of domestic violence:

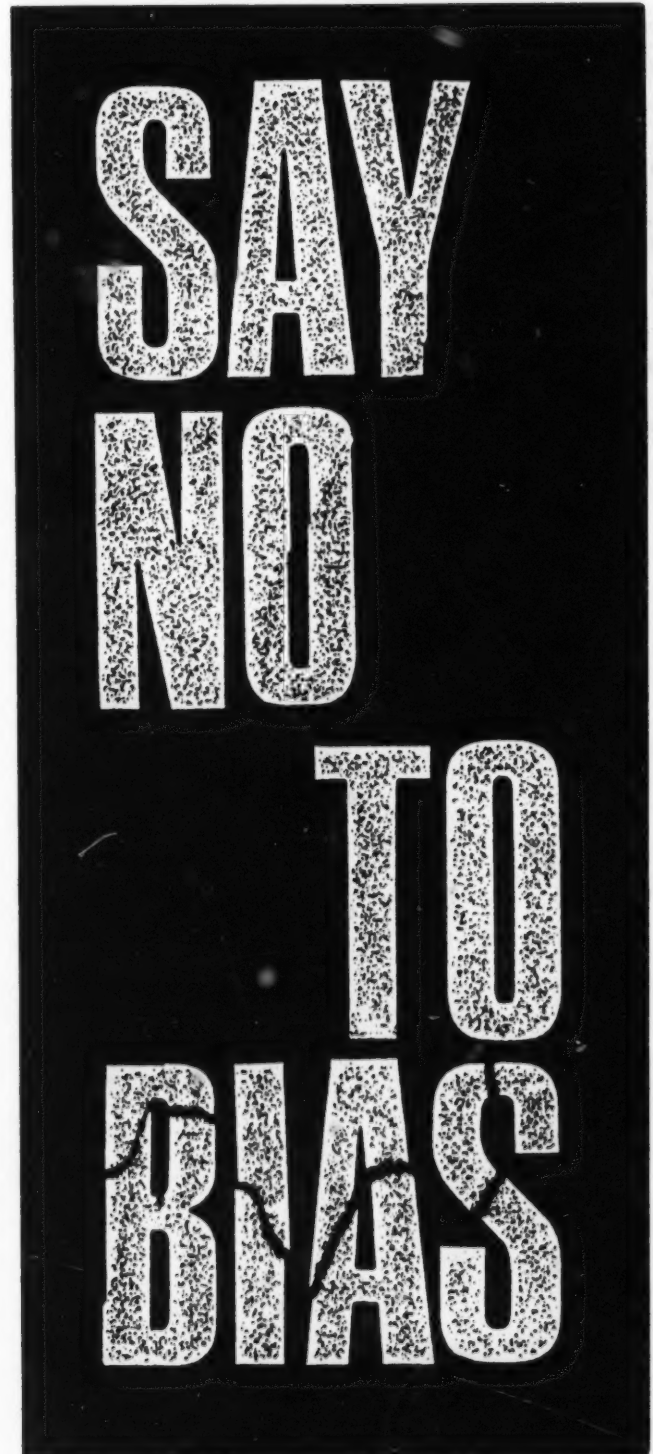
- Legislation should be passed that requires the admission of State residents into any shelter regardless of home county. Furthermore, as suggested by the Governor's Commission of Domestic Violence, the 90-day stay rule for special carehomes should be abandoned.

The Subcommittee offered specific proposals in the area of community-based anti-crime initiatives. The following are highlights of these recommendations:

- The National Urban League's Black-on-Black Crime Prevention Program should be replicated in New York State utilizing the specific components of its community outreach and education strategies.
- Black groups that are presently involved in social service and community development activities could become more active in specific crime prevention efforts if they were educated about effective strategies and given the resources needed to expand programs. The State should take the initiative to support such groups in this regard.

Finally, alluding to the New York State prison population which has tripled since 1973, alternatives to incarceration, especially for non-violent offenders, are recommended.

- New York State should reform its mandatory sentencing laws. Amendments should achieve the objective of allowing early release for non-violent offenders through the imposition of more appropriate sanctions, such as intensive supervision, probation, community service sentences and restitution programs.
- The State must develop a legislative mechanism to establish a ceiling on population capacities for the existing prison population. Emergency release mechanisms should become operative to release pre-screened inmates to parole supervision 30 days prior to their scheduled release date whenever population ceilings are exceeded.



Immigrants of African Descent



- New York State Inter-Agency Task Force on Immigration (March 1, 1987) reported that of New York's 17.5 million residents, 2.5 million are immigrants and as many as 1.5 million are undocumented immigrants.¹
- *Time* magazine (July 8, 1985) reported that immigrants constitute almost one third (2.1 million out of 7.1 million) of New York City's residents.² The 1980 census reported that almost one third (480,000 or 28%) of New York City's total foreign-born population were Caribbean immigrants.³
- The three generations of this Caribbean population presently constitute the largest immigrant group in New York City.

Sources:

1. The Governors Advisory Committee for Black Affairs, Report on Immigrants of African Descent, February 1988, pg. 21.

Immigrants of African Descent Volume 4: Status Needs Positive Change

Joseph Etienne
Dr. Waldaba
Stewart
Co-Chairs

The report of the Subcommittee on Immigrants of African Descent documents primarily the conditions of immigrants from the Caribbean residing in New York. The report offers the Subcommittee's findings in the area of economic development, culture and the arts, immigration reform, amnesty and health care.

The Subcommittee clearly points out that the experiences of immigrants of African Descent differ in a number of ways from their European predecessors as a result of racial/ethnic identification, cultural traditions, history of colonization and continuing ties to their home countries. The contributions of immigrants of African descent particularly to the labor force, as well as to the social and economic infrastructure and cultural arts of New York State are significant.

The Subcommittee in its Report outlines the specific problems posed in implementing the 1986 Immigration Reform and Control Act (IRCA). Particularly problematic has been the lack of reliance on community-based immigrant organizations in the provision of immigration-related services and the negative and discriminating impact of employer sanctions on immigrants. Many immigrant community-based organizations have complained that with regard to IRCA, they have been excluded, and that preference has been given to national religious and legal organizations to provide IRCA's-related services. The employer sanction provision of the law essentially institutionalized a two-tier system of employment which marginalizes immigrant workers. The subcommittee viewed the need for adjustment support services as crucial for immigrants in the context of institutionalized hostility towards immigrants, language barriers, cultural differences, isolation from traditional kinship ties and stressful transitional changes required for adaption into new social milieus.

The Report offers an extensive analysis of health care issues relating to immigrants of African descent which focuses on the specific health problems prevalent among these immigrants, and cultural determinants of health and illness that affect health services utilization, delivery and access. A significant conclusion of the Subcommittee Report is that the availability of inpatient and primary care ser-

vices is not a critical problem in Caribbean immigrant communities. More important is the issue of utilization, specifically the underutilization of both inpatient and ambulatory care by immigrants in the context of a "perceived" oversupply of beds and abundance of health centers. Prohibiting cultural factors in this regard include reliance on folk medicine, lack of orientation to preventive health, lack of information and health education, fear of deportation among the undocumented, the absence of culturally sensitive providers, and inability to pay for care due to low-income or unemployment. Finally, the Report includes a position paper which outlines the particular needs of the community of Ethiopian refugees that reside in New York.

The Report of the Subcommittee on Immigrants of African Descent offers extensive policy and programmatic recommendations to address these identified concerns. A number of these recommendations are highlighted as follows:

- The Report offers several detailed proposals to enhance the understanding, promotion, documentation, preservation and sharing of Afro-centric cultural expressions including:
- State support for a Foundation for the Promotion of Arts and Culture for People of African Descent.
- State designed mechanisms for the utilization of community-based cultural agencies to promote the touristic and commercial benefits of the cultural arts of immigrants of African descent.

(Particularly problematic has been the lack of reliance on community-based immigrant organizations in the provision of immigration-related services and the negative and discriminating impact of employer sanctions on immigrants)

...the State Department of Health should recruit qualified health professionals whose cultural background, training and experiences are reflective of the patient populations being served?

In the area of immigration reform and amnesty the Subcommittee asserts that the State must begin to support community-based immigrant organizations to provide critically needed immigration-related services to their constituents. Furthermore:

- The State's social services agencies should expand their outreach programs to include collaboration with ethnic/immigration organizations to provide immigration related services. Such funding should be directed specifically towards the establishment of immigrant community leaders.

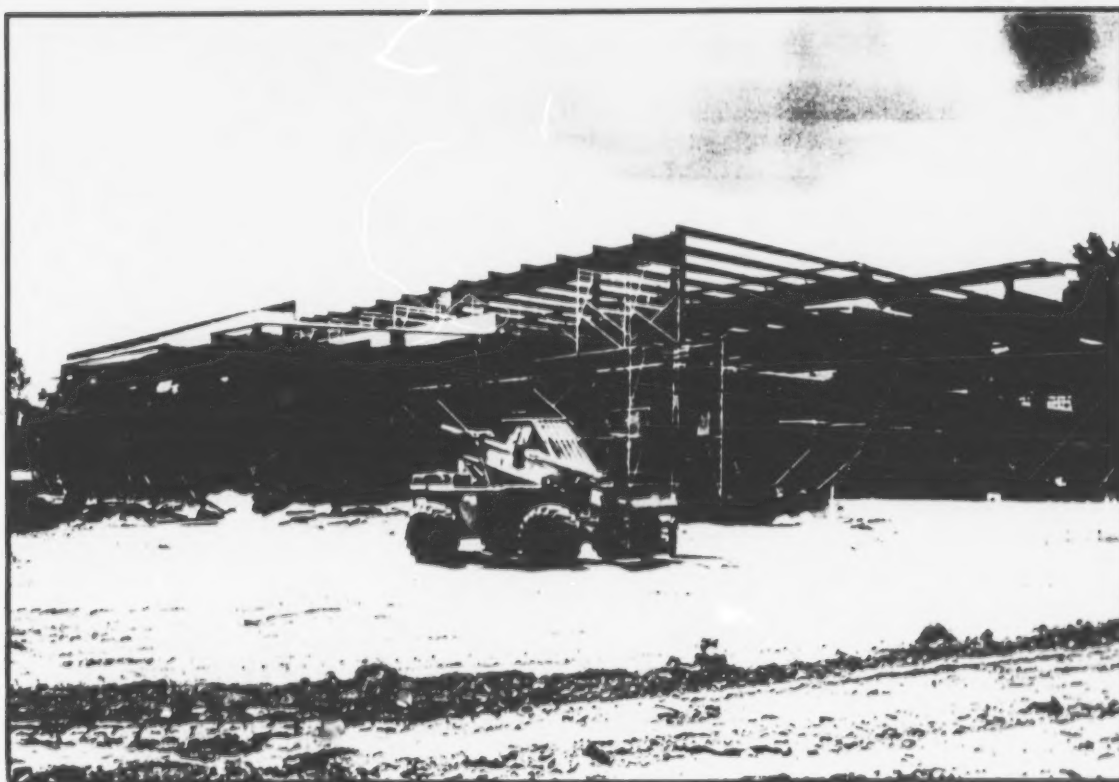
The Subcommittee's findings supported the view that there are talents and potential resources available in immigration communities of African descent that could assist in economic development and international trade, and other business activities in New York State.

In the area of health the Report recommends that the State:

- Make available resources for immigrant organizations to generate data on the health status of immigrants of African descent to ensure effective policy formulation and program planning.
- The State Department of Health (1) contract with immigrant organizations for technical assistance in cross-cultural training for health care providers, policymakers and planners and (2) reach out to immigrant organizations with the intention to assist these organizations, technically and financially, to deliver services directly to their communities.
- That the State provide culturally appropriate and targeted health services for immigrant communities of African descent, particularly health education about preventive services. In areas highly populated by immigrants of African descent existing health agencies should be encouraged by the State to recruit bi-cultural staff at all levels. Similarly, the State Department of Health should recruit qualified health professionals whose cultural background, training and experiences are reflective of the patient populations being served.



Economic Development



In addition to the arguments regarding small business in general, proponents of Black business development make references to specific dividends that the Black community at large receives as a result of Black-owned business activity. As an example, it is argued that there are particular advantages to be gained from Black-owned business activity that is conducted within Black neighborhoods or communities. Three suggested potential impacts of such business location are:

- The positive spin-offs due to a multiplier effect;
- The achievement of economies of agglomeration; and
- A positive demonstration effect.

Source:

The Governor's Advisory Committee for Black Affairs, Report on Economic Development, October 1988, p. 10.

Economic Development Volume 5: Implications for Black Entrepreneurs & Communities

Paula Chester,
Esq.

Garland Wood
Co-Chairs

{...traditional incentives to aid small businesses are promulgated with limited cognizance of the special needs of small Black businesses}

The report of the Subcommittee on Economic Development and Finance focuses on two policy areas primarily: minority business development and community master planning. With regard to the latter issue the Subcommittee devoted considerable attention during its early stages to reviewing and critiquing the New York State Economic Development Zone Act of 1986. Among the recommendations made by the Subcommittee pursuant to the "opportunity zones" legislation were the following:

- Provisions of a mechanism for State funding of venture capital corporations to provide "seed" capital to minority-owned small businesses which have limited access to traditional lending sources.
- The inclusions of incentives to stimulate the building and rehabilitation of low and middle-income housing.

The Subcommittee's Report addresses the broader policy issue of minority business development in New York State with specific attention paid to its impact on Black entrepreneurs and communities. The Subcommittee assessed the advantage associated with small business development, the objectives of establishing Black-owned firms in communities and determined that while the growth of these small firms can be beneficial, they cannot be viewed as the primary means of integrating Black entrepreneurs into the mainstream of the State's economy. Therefore, the Subcommittee recommends:

- That the State develop a well articulated rationale for its involvement in minority business development.

The persistence of racial discrimination as a barrier to Black business development was also identified as a priority for State policy formation by the Subcommittee. Statistical evidence of Black business failures manifested by undercapitalization, marginal human capital accumulation and lower personal income and assets are largely attributed to racial discrimination. Thus, Government initiatives which mitigate racial discrimination in the labor market and business sphere can positively impact on the development of Black business enterprise.

The Report includes a review of the range of State programs designed to impact minority business development. Amid what the Subcommittee describes as a "crises management scenario", traditional incentives to aid small businesses are promulgated with limited cognizance of the special needs of small Black businesses. To alleviate the insularity of State agencies and public authorities, which administer minority business assistance programs, recommendations are included in the Report which would "set aside for minority vendors, a specific proportion of goods and services purchased by New York State, establish a centralized monitoring system to assess procurement practices and affirmative action efforts and review all financial, technical assistance and business tax incentive programs to eliminate obstacles precluding minority participation."

The economic viability of the Black community is inextricably tied to the extent to which Black enterprises share equitably in the State's economy. Therefore, the Subcommittee recommends:

- That the State play an aggressive role which stresses investment in human resources and capital formation in the Black community.
- State equity participation in Black-owned businesses and State encouragement of private sector financing of Black businesses.
- That with regard to State purchasing contracts, a specific proportion of goods and services that the State buys should be set aside to be purchased from Black vendors. The State should develop a uniform system to penalize non-compliance in both construction and purchase contracts.

The Subcommittee proposed numerous ways in which the State could provide incentives for encouraging private sector participation including the creation of venture capital funds; the use of State guarantees for a specified percentage return on an investment by private venture capital and investment banking firms; employment of State tax credits for privately created pools of capital for minority-owned firms; development of new financial instruments for private investors, which would provide on the State level, tax-free income for return on monies invested by private firms into minority-owned firms, etc.

The Subcommittee clearly supports the evaluating of investment firms for potential municipal business based on the firms record on increasing venture capital funds for New York State's minority-owned businesses.

Therefore it recommends that:

- The State encourage minority venture capital programs that shall be a criterion in the evaluation and selection of banks and investment firms which continually compete for State dollars.
- The State review all financial and technical assistance programs and business as incentive programs to eliminate obstacles precluding minority participation.

The Subcommittee felt strongly that employees participating in stock ownership plans who elect to invest in distressed communities should be rewarded. Therefore, it recommended:

- That the State encourage small business employers to locate in certain distressed communities.
- Reward such employers for entering into "partnership" with area employees by establishing and implementing certain tax incentives for substantial stock ownership plans.

The Subcommittee considered at great length the value of the Capital Corporation created in association with the State's Economic Development Zone Act. The Subcommittee asserted strongly its contention that the role of the public sector is not merely to create the instruments of investment, but to itself invest and instruct others to do so as well. Therefore, it proposes the following:

- Continued State support for the Urban Development Corporation's attempt to increase the bonding assistance contract ceiling from \$500,000 to \$1 million as contractors are to participate in and benefit from the State's economic development.

It has been the Subcommittee's contention from the early zone planning stages that the Economic Development Zones Act should be the basis for community master planning so that support services such as health and day care, infrastructure improvements and adequate housing become essential components of long-term community revitalization.

The Report describes in detail numerous proposals for State initiatives that would create an environment for private business growth.

§The economic viability of the Black community is inextricably tied to the extent to which Black enterprises share equitably in the State's economy



Labor / Employment

- In 1985, only 25% of Non-white youth were in the labor force (working or looking for work), compared to 46% for white youth.¹
- Among those in the labor force, Non-white youth were much more likely to be unemployed (41% vs. 15% for white youth).²

Sources:

1. State of the Child, Chapter 3, Table 6.

2. New York State Department of Social Services, Analysis of data in State of the Child, Chapter 3, Table 6.

Labor and Employment Volume 6: Improving the Labor Market

**Francesca
Farmer**

Linda R. McLean
Co-Chairs

The Report of the Subcommittee on Labor and Employment examines the new situation of Black New Yorker's resulting from status from New Yorkers demographic and other changes in the work force and the economies at the national and State levels. The report presents a range of policy and programmatic options for consideration by State and local government, educational and labor institutions.

In its report, the Subcommittee contends that effective strategies to raise employment and income levels for Blacks in the past have failed because they have been narrow, short-run, unbalanced or based upon poor or incomplete information. Imperative is the need to take into account the nature and needs of the Black work force and the changing contours of the New York economy. Any State initiated approaches must take into account the diversity of the Black work force and therefore, the diverse needs of this group. State-initiated interventions must stem from an understanding of what is different, as well as what is common, to all Black workers.

The Subcommittee views the immediate needs of those who are at risk or disadvantaged as compelling priorities which must be accompanied by alternatives to the longer term needs of young people, workers facing dislocation, and those in dead-end jobs or stagnant sectors of the economy. The Report makes clear that balancing the job supply of the future with the work force which fills these jobs will benefit all New Yorkers. The Subcommittee strongly asserts its contention that special emphasis must be given to those in need of ameliorative policies and programs especially in the Black community where unemployment and underemployment are endemic without signs of abatement.

It is the view of the Subcommittee that New York needs to use the job and earnings potential of its public and its non-profit sectors more effectively and therefore recommends:

- more innovative use of State purchasing power which has proved successful in other states and therefore merits testing in New York.

Given the rich inventory of experience available from more than twenty years of federal, state and local efforts to improve the job and earning potential of Blacks and other disadvantaged groups, the Subcommittee Report puts forth a number of program approaches used or tested in recent years that merit consideration. These include:

- Much better use of the potential of "internal labor markets" of larger private, public and non-profit employers, to insure upward mobility for lower level workers, many of them Black, through effective use of on-the-job education and training, more accessible pathways to higher level jobs, tutorial and personal supports developed and implemented in already tested programs.
- Targeted affirmative action efforts that can yield good progress in improving the strength of employer resources used to recruit, train, retain, and upgrade workers.
- Examination and elimination of employer requirements, which may limit or exclude groups from access to jobs at entry level or to better jobs, need far more scrutiny and revision than has generally been recognized.
- New and expanded use of the time-tested model of apprenticeship. These "training" programs often provide access to good jobs for young people in a variety of occupations and sectors which have not had substantial minority or female representation in the past. Apprenticeship is an attractive way to link unions and employers in a common effort which yields important social as well as economic gains.

§...effective strategies to raise employment and income levels for Blacks in the past have failed because they have been narrow, short-run, unbalanced or based upon poor or incomplete information?

§...special emphasis must be given to those in need of ameliorative policies and programs especially in the Black community where unemployment and underemployment are endemic without signs of abatement?

Examination and elimination of employer requirements, which may limit or exclude groups from access to jobs at entry level or to better jobs, need far more scrutiny and revision than has generally been recognized

- Education for young people still in school, and for those who have dropped out or are at risk of dropping out. This is a major challenge to government at all levels. The urgency of reducing dropout rates is well understood now, but less attention has been paid than is required to reaching dropouts and to bringing them back into the education-job framework.
- Economic development efforts with a wider focus and better targeting than has been the case thus far. Particular attention should be paid to the job and economic potential of the boroughs of New York City other than Manhattan.
- Innovative use of four-year colleges, with which New York is richly endowed. These institutions have the potential to make a major contribution to the lives of Black and other workers who need or will need the tools to adapt to a rapidly changing economy. Efforts here and elsewhere have shown that higher education can be made more "user friendly" and can provide effective support to workers for whom the standard educational experience does not work well.





Education

Black and Hispanic youth in New York State are much less likely to complete high school than are white youth.

- Among Black Students who entered ninth grade in fall 1981, 54% failed to graduate with their class in 1985.¹
- Among Hispanic students who entered ninth grade in the same year, 60% failed to graduate with their class in 1985.¹
- In contrast 79% of the same cohort of white youth graduated with their class in 1985.¹

Sources: 1. State of the Child, Chapter, 6, Table 11.

Education Volume 7: Crisis and Opportunity

**Dr. Adrienne
Bailey
Bruce Williams**
Co-Chairs

§...elementary and secondary education...is failing to produce satisfactory performance results for the majority of Black students in the State's public school systems?

§The State should assist in identifying, developing and replicating successful programs which will retain and increase the school completion rate of Black students?

The Report of the Subcommittee on Education offers a overview of several important program areas in elementary and secondary education in New York State. The Report presents evidence of a system of elementary and secondary education which is failing to produce satisfactory performance results for the majority of Black students in the State's public school systems—especially those in the State's "Big Five" cities: New York, Buffalo, Rochester, Syracuse and Yonkers.

The Subcommittee chose to emphasize specific program areas which hold great promise for improving educational achievement for Black children: early childhood education and technology in the schools. The benefits associated with early childhood education are well-documented and are discussed at length in the Subcommittee Report. Computer literacy has become a requirement in the American work place and it is the responsibility of the public school system to ensure that all students have access to computer training. Yet, Black students who reside in less affluent school districts frequently have limited or no access to computer instruction.

The Subcommittee Report asserts the need to connect the policies and mandated activities of the "Regents Action Plan to Improve Elementary and Secondary Education Results in New York" with strategies that will improve the performance of Black children in the public schools of New York.

The Subcommittee felt strongly that the issues relating to State monetary aid to school districts is an issue directly influencing educational opportunities for Black students. Presented is a detailed analysis of State aid to substantially Black school districts.

Finally, the Report provides a review of the status and condition of Blacks in the State's postsecondary institutions. Among the many recommendations of the Subcommittee on Education are the following:

- The State should require the systematic collection, analysis and maintenance of academic performance data by race and ethnicity in all of the State's public schools and school districts; further such data should be maintained by the State Department of Education and be reported to local school districts for appropriate action.

- The State should assist in identifying, developing, and replicating successful programs which will retain and increase the school completion rate of Black students.
- The State should make early childhood education a major priority by providing supplementary funding in districts with large numbers of low-income Black students.
- The State should require school districts to identify promising practices in the use of technology to enhance the academic achievement of Black students residing in impoverished communities, and, to monitor the teaching of computer technology to ensure that Black students are being taught in the same modes of computer instruction as are more economically advantaged students.
- The State should require school districts to revise their hiring and teacher assignment policies to: 1) attract, hire and retain substantial numbers of Black teachers; 2) make certain teacher administrator ranks are representative of the diversity of the society.
- The State should restore the equalization capacity of the Basic Operating Aid Formula to improve the equalization of educational opportunities for Black students insubstantially Black school districts.
- The State should support the efforts of the New York Higher Education Services Corporation to obtain additional federal funds for student aid grants

Acknowledgements

The Governor's Advisory Committee for Black Affairs wishes to acknowledge with gratitude the contributions of the Subcommittee members, whose information and knowledge of issues assisted in the Advisory Committee's work.

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Graphic design and production by Communication Services, Albany, NY

Cover illustration by Jennifer Snow Wolff, Communication Services

Special Thanks To:

Commissioner Cesar A. Perales and Alexandria Douglas, Director of *No Time to Lose*, New York State Department of Social Services



"The experience of African Americans in this country is not one in which they should expect favorable results without persistent struggle."

—State Senator David A. Paterson

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